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EXECUTIVE AND PERSONNEL  
**MANAGEMENT**  
ON THE  
NATIONAL FORESTS



A MEDIUM FOR THE EXCHANGE OF IDEAS AND  
EXPERIENCES BY OPERATING EXECUTIVES  
FOR THE BETTERMENT OF THE  
SERVICE

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## Do Our Offices Need "Analysis"? and How?

James E. Scott, White Mountain National Forest, Region 7

For several years now we have dabbled in administrative research. The results have more than paid for the expended money, time, energy. Some of us may hold with respect to District Ranger Job Analyses and Plans that the salesmanship exercised in putting across to the field man these particular features of administrative research was bad, that the project has been unduly burdened with "paper" and mathematical refinement, that sponsors of the project have sought to apply results of the study prematurely and too broadly. Nevertheless, if any Supervisor has failed to secure through this research a tremendously better grasp of the job of National Forest administration and an equally better executive control of production of public service on his Forest, it is his own fault. The means, however crude, has been available and reasonably adequate.

This winter's discussions have already established the Service-wide need for continuance of such research. Sufficient has been said to warrant hope that administrative studies will be given greater emphasis and recognition in our general program of research, and even that by way of insuring steady, consistent, plan-wise progress over the whole great field of effort such studies may be adequately organized, directed and pushed forward in the Forester's offices, the Regional offices, and above all on the Forests.

If so, how about our offices and the "office" portion of our total work load?

I recall a certain Supervisor's office of more than twenty years ago, at a little desert town in the West. There were a Supervisor who might have been named Swensen, a Forest Assistant who was named or at least called everything which could be drawn from rich western vocabularies, and a clerk who rated of no particular importance. Two rooms in the only brick-faced building in town, the main office in front above a dusty or muddy Main Street, a back room full of supplies and equipment. Supervisor Swensen had a table, a swiven chair, a wall map back of his chair, a bald head, a half interest in a drug store, a sublime faith in the efficacy of one hair oil after another, and also a guitar. He was, of course, a "field man" with two beautiful saddle animals, a silver-mounted saddle, and a pearl-handled six-shooter. His major contribution in the office was to lean back in his chair for long periods, sing "Beware of the Shepherd" or other like ditty to his own accompaniment on the guitar, and rub the back of his head, hair oil and all east and west across the wall map. This routine would be punctuated on hot afternoons by sallies across the street to Hen Erickson's where it was cool. I do him wrong. He did jealously sign the mail —in fact on one occasion when the Clerk dared to sign and mail an administrative letter, it was the occasion for a stormy personnel

scene and a bad personnel report to District Forester Sherman. The Forest Assistant is remembered as an office worker chiefly for his utter inability to sound a musical note (a lack which he failed to realize) and for his pronounced clumsiness which resulted in almost completely dyeing the office art square with the standard atlas drafting inks. The Clerk prepared some 500 vouchers each year, charged expenditures largely to "Miscellaneous Unclassified Work No. 11," prepared several hundred Grazing permits, requisitioned and issued supplies, kept the files, read the Saturday Evening Post, and assiduously cultivated the acquaintance of a certain party who worked for a doctor in a neighboring office. He was trained to play "Slough", to use Bull Durham properly, and to hunt snipe. Life was fairly simple.

A month or so ago Ed Munns sketched most amusingly in the Service Bulletin a picture of our headquarters offices which, it seems to me, is mighty hard to laugh off. The fact is, I fear, that from the time Swen Swensen down to that of Ed Munns' satirical sketch, the Service, in its perfectly natural field-mindedness has paid and is continuing to pay, increasingly as the complexities of our work increase, a stiff price for failure to realize and act upon the possibilities of more scientific office management. From direct recent observation in the East, necessarily from hearsay, and nine-years old recollections of the West I believe that evidence amply supporting the above statement is at hand throughout the Service from the seventh floor of the Atlantic Building to the humblest Ranger office.

What are these "offices" of ours? Should we regard the office merely as an expense, a necessary evil, a malignant growth on the organization body which prevents its fully effective functioning and which therefore is to be suppressed, cut down, or at most tolerated as cheerfully as possible?

Industry, it appears, takes a quite different attitude. True it considers the office as an expense, but it says,

"its excuse for existence is that it is a major control point of the enterprise, and that is good enough excuse to warrant the most thoroughgoing practical application of scientific office management."

Surely we may accept this as applicable to our own condition. And further, the office is a servant, a working tool. Should a dull axe be any more abhorrent to us than a poorly organized official desk?

Thirty per cent of the time of Rangers, forty to sixty per cent of the time of Supervisors, sixty per cent of the time of administrative men on the staffs of Regional Foresters and the Forester, and almost all the time of our clerical forces is spent on "office" work. If these percentages are in error, such error is probably on the conservative side. Can we afford not to give the "office"

an important place in our program of administrative studies?

How shall we go about the office research project? Some steps of course have already been taken. Regional Forester Kircher, I believe, made an analytical study of the Forester's office a few years ago. Regional Office studies have made more or less progress. On some Forests clerical job analyses and plans have been made. Such an analysis was made on the White Mountain a year and a half ago. Coming with a new Activity Cost System and an Emergency Road program it bogged down. That analysis attempted, as with the District Ranger Job Analysis, primarily to picture and measure the clerical job load. I believe now that this form of analysis with respect to the office is perhaps not the right starting point in that it misplaces or misdirects the emphasis. Our clerical workers are probably the most efficient factors in our office work. They have had at least some training in their special field; our Supervisors and staff men usually have not had such training and suffer the additional handicap of disinclination toward if not positive dislike of office work.

In the main, however, I should say that such analyses as have yet been made in Supervisors' offices have constituted hardly more than **catalogues of things as they are**. It really is of little value to know how long it takes to do a job until we have first satisfied ourselves that the procedure is right. For example, if my file clerk is filing 1,000 pieces per month, before we set up a filing time allowance I should like to have the 1,000 pieces analyzed from the angle of how many of them are worth filing and how many were unnecessarily created and handled. In other words, while it is perhaps worth while to catalogue things as they are, the major emphasis in the analysis should be upon study of each operation and procedure to determine what each really contributes toward running our enterprise, or whether the particular operation or procedure has just grown into use without anyone quite realizing how or why.

The Science of Office Management, for science it surely is, can not be encompassed in one lesson of a discussion course. M. B. Folsom of the Eastman Kodak Company in a recently published "Handbook of Business Administration" outlines the scope of Office Management in the following sixteen general subdivisions:

Building  
Furniture and Equipment  
Office Appliances  
Stationery and Forms  
Personnel  
Job Analysis  
Salary Standardization  
Correspondence  
Stenography and Typing  
Mailing  
Filing

## Intercommunication Organization Costs Office Methods and Routine Measurement and Control of Output

"One cannot say," says Mr. Folsom, "that one of these is any more important than the others. Each one should be covered and they are all interdependent." Here is a broad outline for office administrative studies. Still in further answer to the question how, this author goes on to break up each of the sixteen major divisions into two to twenty integral parts. Just a comment on a few of these and the case is yours for discussion.

### 1. Building

#### A. Layout

Here is a factor which affects us all. Recall again Munns' Bulletin article. Here is a big headquarters office crowded terribly for space and looking forward to a move to new quarters. A careful analysis and sorting process, a systematic elimination of useless material might go far to reduce the present overcrowding, reduce moving costs of year after next and insure a better layout in the new quarters. How many of our own Supervisors' offices have been thoughtfully considered as to layout from the angles of securing the most efficient attainable flow of work, optimum working conditions for those who man the desks day in and day out, and the most favorable impression upon our visitors?

### 2. Personnel

#### Training

The President of Liffingwell, Inc., defines the training of clerks on the job as "the development of clerical work habits." How do we break in a new clerk? What conscious, systematic effort do we make to teach him or her the right work habits, the procedure involved in the work to be done, the best arrangement of the work and the work place, the best motions, the best sequence of motions, the habit of speed, and the habit of accuracy, the points where extreme accuracy is required and where it is not so important? The experts say that a **trained** clerk making entries on cards will make three entries to one for the untrained worker; that an **untrained** (not necessarily a newly hired) file clerk will find difficulty in filing 100 letters a day while a **trained** worker will file 100 an hour. How badly do we need to analyze, clarify, define, and set down, not only for the benefit of new clerks, but for every one in our offices the best standard office procedures.

### 3. Mail

Much of our office work originates in the mail. All of us know that too much stuff crosses our desks. Could we save the time we spend "picking it up, initialing and putting it down" we

would make a marked decrease in the job load. And can't we?

One could go on through one hundred or more features or items of office management and point a way to profitable research. In all of these office jobs as in the field there is always "one best way." Let us take them one at a time, and through systematic research find and keep abreast of that "one best way." Is there not in this one of our greatest field and opportunities for advancement in our management practice?



## RECORDS OF ACCOMPLISHMENT

By Huber C. Hilton  
Medicine Bow National Forest, Region Two

Perhaps the most important factor in performing the personnel ratings of Rangers is the record of accomplishment summarized in the rating given to service element 15, Quantity of Work. The explanation of this element says; "to be used only where accurate and comprehensive Output Records are kept." In this region we use the following basis for rating this element:

Relative Weight	Work on Which he is rated	Rating Given Individual	Combined Rate
32	Operation Activities	85	26.20
23	Forest Management	88	20.24
28	Range Management	86	24.08
7	Lands	85	5.95
5	Public Relations	85	4.25
5	Office Work	90	4.50
100			85.22

The purpose of a record of accomplishment is not, of course, simply to furnish a basis for the preparation of a personnel report, but if this were the only purpose to be served, I do not believe that we have an "accurate and comprehensive Output Record."

For myself, I have wished many times for a record which would show me at the end of the year just what had been done by different men (including myself), what was done satisfactorily, what was not done satisfactorily, on what jobs should emphasis be placed during the next year, what output of work can be considered as the equivalent of satisfactory service, and in short, the valuation of what was accomplished on the Forest.

We certainly have gone a long way in securing better records in recent years, perhaps the most notable being the present plan of work and the new accounting system. I do not believe that anyone will agree that we have an "accurate and comprehensive Output Record." I do not know the basis used by other Supervisors in the

preparation of the rating for service element 15, but for myself, I find that the valuations used are at best indefinite. It is true that we have the plan of work and the follow up, but this tells only whether the job was completed or not. It does not tell how well the job or trip was performed. I find, too, that because of the large amount of non-recurrent work that it is difficult to have plans of work kept up to date and to include and reflect the actual work done on the District. Rangers, as a rule, seem more interested in getting the work done than in making a record of what is to be done and that it has been done.

We also have other records of work done, including inspection memoranda made by supervising officers following trips to the Districts, supplemented occasionally by memoranda of inspection by Regional Officers. These, at best, cover but a very small cross section of the work of a District and may or may not indicate the class of work being done.

Other records of sale inspections, memoranda by specialists from the Regional Office and miscellaneous supervision memoranda give some basis of the accomplishment.

The records of accomplishment of men in industry, sales quota, costs of production, inspections of parts manufactured, production quotas, etc., are comparatively easy to obtain. This is also true of students in colleges where the teacher becomes the inspector at examination time. With our men working by themselves most of the time, the securing of a satisfactory Output Record or Record of Accomplishment seems difficult, but I do not think it is impossible to obtain. Certainly it is needed both in fairness to the men and to enable Supervisors to "take stock" and determine just what has been accomplished and what remains to be done. With the intelligence represented in the Service, some one will suggest a way to secure the "accurate and comprehensive" record needed. We have tried two methods on the Medicine Bow, but are satisfied with neither. At one time we separated and tabulated all jobs to be done under the activities Fire Control, Operation, Forest Management, etc., both recurrent and non-recurrent, and the Ranger and Supervisor rated the jobs on the basis of satisfactory accomplishment. It was then necessary to determine or evaluate the most important jobs in the different activities, and this was difficult and unsatisfactory. We still had to determine the importance of the activity and it was decided that the scheme was too detailed to be practical.

Each year we prepare a list of major jobs or projects for the Forest as a supplement to the plan of work. Each Ranger rates the accomplishment for his District and while this is of some value, it does not furnish a "comprehensive" record of the work of the District.

Perhaps some one has worked out a basis of determining the accomplishment on a District or of an individual. If they have, I

should like to have it discussed, and if not, perhaps these discussions will suggest one.



## POINTS ON HOW TO MAKE A RANGER DISTRICT PAY

Stanley A. Mahan—Pike N. F.

The above title may automatically bring up the question with many as to whether or not all ranger districts should be expected to pay; and if so, how would private interests look upon the National Forests if they were paying their way, or even showing a nice little profit for their stockholders, the people of the United States. If they were an attractive, revenue producing piece of property, private, or State interests no doubt would be very eager to gain control. And powerful under-currents would soon be under way for depriving the Federal Government of their control and ownership.

Be it as it may; all forest rangers are public employees, paid by the taxpayers of the United States and are managing a vast piece of public resources which are entrusted in our care for use in such a manner that they may yield a revenue and yet not deplete any of their values, or cause injury through use. The average forest ranger is often the local manager of the biggest business and most valuable piece of property in his community. The local bank president, merchant, County Commissioner, or other business man often does not even begin to approach the local ranger in the value of property, business possibilities, or volume of public contacts or public relations problems in connection with the local businesses they are managing.

Whether or not the foregoing statements are generally representative of the facts, is there any reason why the district ranger should not manage his district in a business-like manner so as to make it produce the greatest revenue with as little expense as possible, consistent of course, with local economic conditions, and with "use without depletion or injury of any of the resources"? With rare exceptions, I would venture it a safe bet that most any ranger district has possibilities of greater net income and increased business. Perhaps many will say that it just can't be done. Put Major Stuart or Colonel Greeley on any ranger district whether remote and undeveloped or now considered fully developed and I'll venture to say that within a year's time business will begin to pick up and a lot of us would begin to hear from that ranger district.

What are some of the fundamental steps in building up the receipts from a ranger district or starting it on the road to a paying basis? I would list a "survey of resources" as first and second, a plan must be devised for marketing the resources. The resources might be arranged somewhat in the following order.

Timber	<ul style="list-style-type: none"> <li>Sawtimber, (kind, species, products possible of manufacture therefrom)</li> <li>Telephone poles, piling, RR ties, props, posts, lagging, etc.</li> <li>Possible dead timber products and outlet therefor.</li> <li>Forest Products such as ornamentals, and other planting stock which could be taken from thinning areas for windbreaks, etc. Blue Spruce, Cedar, Ground Juniper, shrubbery etc.</li> <li>Miscellaneous products, such as boughs for Christmas decorations, grave blankets, etc. Christmas trees, Kinnakinnack, honey, fruit, nuts and various plants, etc.</li> </ul>
Lands	<ul style="list-style-type: none"> <li>Summer homes, resorts, recreation, camp grounds, etc.</li> <li>Various Miscellaneous concessions</li> <li>Pastures and other enclosures or exclusive uses</li> <li>Watersheds and water power</li> <li>Soil, stone, gravel, fertilizer and possibly others</li> </ul>
Grazing	<ul style="list-style-type: none"> <li>Capacities for domestic stock and class of stock</li> <li>Wild life needs</li> <li>Correlation of these uses with all other related uses and demands.</li> </ul>

Whether or not a monetary value is placed upon a number of free public uses such as fuel and timber to the local people, watersheds, recreation, grazing, stone and earth, camping, etc., might depend upon local conditions and interpretation. Personally, I am disposed to feel that they should be appraised at their full commercial values, or in the absence of a reliable basis for arriving at such a value, consideration might be given to their value through the loss of receipts in timber sales, grazing, charge permit uses, etc. by having these areas tied up through such non-charge permits. Non-charge permits and uses represent an expenditure in time, labor and materials in order to get effective administration and are worth something to the person or persons served, so why should they not be given a full commercial receipts value in computing the volume of business or annual revenue for the district?

After a thorough survey of all resources has been completed and listed the next important step is to plan the method of sale, or how to put them on the display shelf. Consideration must be given here to possible conflicts with private interests and the probable reaction from private businesses and interests by our placing these products on the market in competition with theirs. This program will involve a thorough survey of all market possibilities, where they are located, nature of these markets and the kind of resources each individual market might be attracted by; as well as the possibility of building up entirely new markets for new products or ideas. A lot can be done in building up markets for ornamentals and forest by-products in encouraging more windbreak and

ornamental tree planting, especially around schools, farmhouses, city residences, institutions, etc. as well as through the use of temporary winter lawn decorations around city residences by trimming along walks and around unsightly bare spots with evergreen boughs. Much of this work may be done through direct contact and actual display methods, but a lot will have to be handled by mail correspondence. In either event it will often be necessary to secure the approval and assistance of the Supervisor's office.

The sales campaign must be systematically planned and conducted conservatively with sufficient flexibility as to allow for unexpected changes in conditions or market up-sets. In many instances the market might be capable of absorbing practically the entire annual sustained yield through large wholesale channels. In other instances it will be necessary to sell directly to the consumer in small packages. Wherever possible the former method should be used as it is generally more satisfactory and economical and results in the greatest net returns. In either event, the important factor is to recognize the prevailing condition and try to put the products up in the size package for which there is an acceptable market.

The business should not be planned ahead of sustained yield, nor should any marketable resource be depleted, unless replaced naturally, (or perhaps in rare instances artificially) by more desirable products. The highest, or most important uses, or products, must always be kept foremost in mind. Nothing should be removed which will tend to destroy the highest or permanent values. The volume of business planned must be correlated with the amount of help available for good administration. A large volume of business with poor administration is usually more detrimental to the resources than a small volume of business over administrated. Neither, however, is desirable or conducive to good business.

A big item, often overlooked, or allowed to run along un-noticed is minor uses of various nature by local and non-resident people for which a charge should be made. Fuel wood removal, often in small lots and to distant points, is an outstanding example of this. Free grazing of "domestic" stock far in excess of the numbers actually used for domestic purposes is another example. Cases are of record where the ranger district receipts have been increased from one to several hundred per cent after such minor forms of uncontrolled uses were caught up and placed under proper charge permit for everything not definitely covered under the free permit instructions. Often this is a simple job. But frequently getting these forms of use properly adjusted under pay permit requires considerable tact and patience as well as diplomacy without losing the support and cooperation of those involved. In this connection the possibility of many other forms of trespass should not be overlooked, especially on ranger districts having a number of widely scattered alienated lands within its interior

boundaries or a large mileage of exterior boundaries or interior roads. Systematic and thorough checks for all these possibilities will help to conserve the resources for sale or use under a proper management program, as well as effect an increase in the volume of legitimate removal of the same.

Other points which must not be overlooked in connection with plans for making the ranger district pay, are possible opportunities for private, State, municipal or other Bureau cooperation in improvement projects or expenditures of any nature where cooperation is possible. This might apply in fire protection improvements, hiring of patrolmen, lookouts, roads, trails, phone lines, range improvements, planting, etc. where for various reasons interests other than ours are involved. Cases of this kind may seldom be overlooked, but it is necessary for someone to think and plan for them, therefore, why should not the local manager get in on the ground floor when it comes to thinking of these things?

Before any improvement or other project is started, the need for the same should be clearly apparent. Too careful consideration cannot be given to its needs, future value, as well as the monetary, protective or administrative benefits to be derived therefrom. It is always easier to look back than ahead. And with all due respect for previous judgments exercised many of us can cite examples of poor judgment having been exercised in the use of public funds for improvements and other projects of various nature during past years. The more of these "white elephants" we can avoid the more time and money we will have available for something more constructive and worth while.

Close supervision of all employees working under our direction cannot be over-emphasized. Their efforts and time must be used to the best advantage possible in order to avoid costly leaks and wasted efforts. If one cannot accomplish this he is either overloaded, inexperienced, careless, or otherwise unfit to be trusted with the expenditure of public funds. This same rule applies to the use of our own time and expenses. The cost of every job should be weighed against the probable results or return. This does not mean that every minute of our time or every trip taken should pay for itself in dollars and cents, but the cost of the job or trip should always be weighed against its importance, the jobs to be done, or public contacts planned. It is needless to mention the importance of careful planning of trips in order to conserve efforts and reduce travel expenses, which always give one more time for other important work which might otherwise require additional help or go by unsufficiently managed.

The need or importance of an annual ranger district balance of receipts against costs cannot be over stressed. A complete annual or fiscal year record of all receipts by resources should be maintained in cumulative form. A record and value of all free permits and uses by resources might well be carried also. At the end of each year the costs for that year should be entered against the

various receipts by resources. This will help one to decide which activities are receiving too much or not enough time or supervision and will indicate corrections which should receive immediate attention. It helps one to make a complete analysis of the business as well as how the business re-acts to time spent on the district resources as a whole. Such a record becomes more valuable as well as interesting as time goes on and each year's record is entered. It will soon show the trend of things and may help to indicate whether it is the district or the man in charge that is at fault. If nothing more it should create an incentive to proper charging of one's time and help one to arrive at a fairly accurate analysis of revenue and cost conditions on his district and how they are affected by general economic conditions from year to year.



## REVIEWS

**The Office and Tomorrow's Business** by L. C. Walker.

Published by The Century Company, New York

During the last twenty years the office has grown enormously in size. In spite of labor saving devices the number of office workers has increased much faster than the total volume of business or the number of producing employees. This means that it takes about twice the amount of office work (paper work) to make and sell a dollar's worth of goods that it formerly did. Why?

One reason is that doing more of the work in the office has cheapened the operation. We have learned how to use the office effectively. Another reason is the large organization which increases the need for the service of the office. These are justifiable reasons. There are others more easily understood perhaps, but not so easy to justify. Men like to look at the past, to talk about good records and old traditions. A lot of this increased work merely relates to the past. It has no value for the future, yet it is in the future that profits are to be made. But more important perhaps is the tendency for the office to over-emphasize its importance, to become an end in itself, to take the attitude that the field works for it, not it for the field. Reports are preemptorily demanded that "records may be kept up to date" forgetting that the only purpose of records is to facilitate the work of the field.

This is the attitude of the office, but to the accountant the office is expense-burden. The President sees it as his best salesmen setting at desks far removed from customers and his best production engineers kept away from the factory. He would like to put these crack salesmen out on the road, selling, and the production engineers to producing. But it cannot be done; the work must be directed. The office is not the director but the central agency which collects and distributes the information needed in

its direction. The directing officers are not interested in the office but in getting out the work. The office is one of the tools used in this process. All offices are different, but all have the common objective to make the office contribute most to organization objectives at least expense. The two factors which are hardest to overcome in putting this objective into practice are habit and tradition.

One of the best directive devices is the budget. Concentration on the budget once a year resolves itself into an annual study of each department. Walker uses the term budget in a broad sense that includes such plans as our annual work plans. Such a budget takes the guess out of business. It sets up a goal for each man. It fixes responsibility and promotes initiative. Things are either good or bad by comparison. The budget sets up a standard with which to compare the actual. "Good men like budgets and quotas and big jobs, and there is no greater pleasure than to see your budget plans materialize."

Since the function of the office is to facilitate the direction of the organization and since the budget is one of the chief tools of direction, it follows that the principle office records should be grouped around the budget.

While the office of today is necessarily larger than it once was, many offices are now much larger than they need be. There are many reasons for this but the chief one seems to be that method studies have mostly been confined to the sales and production departments. The office needs the same kind of analytical study that these departments have had. A careful study of all operations and systematic planning is the only solution.

In the first place the physical layout and the flow of work needs study. Where are the delays, the holdups, the congestions. Where is time lost or unnecessary steps taken? Is work properly routed? Does it go to the man who is to take action and to him only? What is done toward rounding off peak loads and filling in depressions? Is each individual properly equipped? Is work done by hand that should be done on a machine? What about light, heat, ventilation? It is not a simple matter to keep a steady and continuous flow of work through an office. It takes deliberate painstaking studies and planning.

But there are other things. Efficient work is of no value if the work itself lacks value. So much of the work of a modern office gets us nowhere. Take statistics. Forty years ago the American business man carried his statistics in his head; now he wants statistics for everything—makes a fetish of it. Some statistics are necessary; some are merely historical. There are statistics of tomorrow but too many are concerned only with yesterday. It is tomorrow's job we must do. It is so easy to get interested in

statistics as statistics. It is a game in itself. We forget to ask ourselves how it is going to help in doing tomorrow's job—or help to make a profit. But don't discard statistics just because they are statistics—and expensive. Examine them; if they won't pay for their keep, then discard them.

The same is true of other records. It is so easy to start a record and so hard to stop one. The boss asks for some data. You say "I don't know, I'll find out." You go to a clerk. He prepares a form for collecting it. It was a temporary need but the record is started and it goes on and on. Every office has examples of this. It takes real courage to kill an old record, but it must be done.

There are still other things, little things, many of them. In fact hundreds of them exist only because they are little. "This won't take any time" is the justification of each. One doesn't appreciably, but the accumulation amounts to a lot. Every scrap of paper that has to be handled takes time. Every worthless paper sent to the files—and there are millions of them in every large organization—must be handled over and over again and each handling costs money. Useless work accounts for a lot of the increase in office expense. Every office needs a "trouble audit" once in a while to unearth curable weaknesses.

Everyone wants to reduce overhead but it cannot be done just by lopping off an employee or two here and there. Nor can it be done by just saying "we won't do that any more". Most offices are pretty well run. They have no glaring examples of inefficiency; there are no unusually expensive ways. The office reflects the other operations. It carries on the traditional functions as it is thought they should be carried on. To cheapen this and not weaken it will require the highest type of rigorous sustained effort. It must look ahead. It must look at tomorrow's business and provide for that. Shortsighted economies do not lead to progress. The biggest thing in business is to be looking and planning ahead. The business of today is important but if one cannot see and plan ahead the business will not grow evenly and naturally. The danger lies in making plans inflexible. They must be made and then changed as circumstances require. The plan is really just a long look ahead. It prevents our being taken by surprise. It is getting ready for tomorrow's business.

**Measuring Management**, by Walter Rautenstrauch, Professor of Industrial Engineering, Columbia—A Paper Presented at a Meeting of the Taylor Society in 1930, and published in the August, 1930 number of the Taylor Society Bulletin.

Professor Rautenstrauch's article will be of interest to anyone who has to rate the accomplishment of either men or units of an organization. It is of interest not because it gives a method that is applicable in all cases but because of its discussion of the fundamentals back of any workable system. The thesis on which the article is based is this:

"Any proposal to measure the results of men's efforts must proceed on the following basis:

1. The object or objects to be measured must be defined in terms of their specific characteristics—particularly those characteristics which relate to their functional uses.
2. The units of measurement employed should relate to the characteristics of the things to be measured and should be commonly accepted by those who measure or deal with the results of measurement.
3. The means or instruments of measurement must be created and standardized.
4. The results of measurement should be coordinated and formulated for use in comparison on commonly accepted standardized bases".

To illustrate the application of the above, suppose a man has made a brick. How shall we state what he has done so that his product can be compared with other products? Suppose we describe it in terms of electrical conductivity and chemical composition? But these characteristics do not specifically relate to the functions it is to perform. It would be better to use color, size, weight and strength.

Each of these characteristics can be measured—weight is measured in pounds, color by a point on the chromatic scale, etc. Measuring these useable attributes in terms of accepted standards gives a basis for comparing the product of one brick maker with that of another and in relation to their use.

But more important than this it gives the only basis for the improvement of the product. There has never been marked progress in any human enterprise until there has been established units for measuring both quantity and qualitative characteristics. Chemistry developed from Alchemy when men began to deal quantitatively with the elements and characteristics. Astronomy developed from Astrology as soon as men began to **measure** the size and movements of heavenly bodies. The I. Q. of pupils is used by schools on the theory that even an imperfect measurement is bet-

ter than none at all. Social phenomena are being studied in the hope of finding means of dealing with this subject matter quantitatively and developing thereby some procedure for intelligent control.

So it is not surprising that those who are concerned with the problems of management or with its improvement should be interested in finding better units for measuring management. The methods in use now are mostly rough rules of thumb based on profits. But it is a well known fact that profit is not a measure. Under one set of conditions a poorly managed business may make a large profit while under other conditions a well managed business makes a very small profit. Again, what about personnel—Is management really successful if it develops no outstanding personalities? Has it no obligations with regard to standards of conduct or the relationship of its personnel to their fellowmen?

Such questions lead us back to number one of the thesis with which we started: What is the object of management and in what terms may it be defined?

Management in its relation to industry is concerned with property and people. With respect to property it is suggested that the object of management is:

1. To establish and maintain the best financial structure adapted to the business requirements.

2. To make a reasonable profit.

In its relation to employees, management's objective may be:

1. To establish and maintain relationships with employees which promote the growth in character of each individual.

2. To maintain conditions which promote:

(a) A sense of security

(b) The satisfaction of the ego. (That something which causes us to work when we do not have to)

(c) Loyalty to a common cause.

The measure of management will then be a measure of these things. The financial results can be dealt with quantitatively. The results with relation to personnel probably cannot. They can be measured qualitatively, however, and possibly sometime better measures will be developed.

As said before profit alone is not a true measure of the quality of management. One objective is the "maintenance of best financial structure" so this too must be measured. Here too no direct volume measure of any factor gives the answer. A truer measure exists in the relationship of a number of factors. So both the methods given by the writer depend on ratios. It scarcely seems worth while to give the details of these methods. They deal with factors we scarcely understand. But you remember in our study of accounts, how barren a financial statement seems, yet how much information about the business it yields through the appli-

cation of ratios. Likewise the author tries to produce revealing facts about management.

One of these schemes, which was used in a producing plant, lists thirty-one accounts, corresponding somewhat to our old twenty-nine activities. For each account is listed the "actual" and the "planned". As, for example:

No. 6 Repairs	Actual 1620.00	Budget 1660.00
No. 18 Supervision	Actual 2026.50	Budget 2800.00
No. 26 Travel Expense	Actual 478.40	Budget 200.00

Then through a system of comparisons and ratios, they work out a "Plant Efficiency" rating.

I wonder if we will not have to develop some such method. I know that many of you consider direct comparisons hopeless. It will require some study to determine just what ratios tell most, but I wonder if it isn't worth looking into. Then, too, how about introducing the "planned" (or budgeted) time or expense into the reckoning? The other day I saw a very fine discussion, by a Supervisor, of relative costs on Ranger districts. It seemed to me, however, in two or three places in particular, that the introduction of the planned time would have added a lot. In grazing costs for example there were big differences. If the plan for the year showed the same relative differences that would go a long ways toward understanding the accounts. Possibly some one will want to try that out.

But these are details of methods, the important thing in this article is its statement of fundamentals. Briefly the fundamental requirements of any successful "rating" or measure of management or the manager are, first that the objective in management be clearly stated or defined, and defined in specific terms, characteristic of the functions which contribute to the objective, and, second, the units of measure must be characteristic of the thing measured. For example, giving a ranger credit for 250 field days would not be allowable unless the object in managing the district is to give the ranger a chance to travel. Neither could we give credit for 90 days range inspection unless our objective in range management is inspection.

To go back to our principles, the object of range management must be stated in characteristics which relate to its functional uses and then our units of measure must relate to the measurement of these characteristics. So on a grazing forest, instead of rating the characteristics of the man, to rate the man, we need to measure the characteristics of the range as related to those three objectives stated in the manual and such local objectives as have been established. Is this right or is Prof. Rautenstrauch wrong in his basic assumptions?

## DISCUSSIONS

The manuscripts for this number are being prepared in the field. I am, therefore, postponing my own comments on the three articles which we are publishing. The peculiar Forest Service "office complex" has always interested me. However, that is not the real problem. We may pass up the past, but what are we going to do in the future, Scott's paper opens up a big problem. Can we not make a start on its solution?

The problem of measuring accomplishment is equally important. The article reviewed indicates the interest of Industry. We are making progress. Some of you are giving the question special study. What have you done and how use the measurement?

Mahan's problem may be a new idea to some of you in the back country. If I had time I would comment further. Some of you cannot sell as many products as Mahan, but you still have the problem if you consider values instead of dollars, have you not?

## QUESTIONS

1. Discuss Scott's paper, with particular reference to the true function of the office, how we can realize that function to the greatest extent and at least expense, and also whether or not to that extent an office isn't just as important as the "field."
2. The problem of measuring accomplishment: Consider Hilton's paper in relation to the article reviewed. Any suggestions as to how we may come closer to a scheme based on fundamentals than we have in the past?
3. Mahan's paper: an invitation is extended to rangers to discuss this paper.



## DISCUSSIONS OF LESSON NO. 3

E. D. Sandvig

Beaverhead

Dillon, Montana

2. It has been a source of extreme interest to me to study the progress made in the application of resource and other types of management plans. Dating from the time of my first introduction into the Service, there has been a constant urge for the formation of plans of all sorts, and rightly so. Our Manual, Guides, Circular letters, and other instructions are permeated with good suggestions for the formation of plans. Innumerable officers of all ranks and grades have sweat blood formulating these plans on paper. Every Forest office has atlas binders, filing cases, Beck files, and wall map containers holding plans of one sort or another. Some of the plans occupy reams and reams of paper; others are graphic, brief, and concise. Regardless of their form or content, the indictment that I wish to make is that, good or poor, we have

utterly failed to use and apply them to even a small extent of their worth.

Where is there a Forest office that does not have plans covering one activity or another peacefully sleeping in an atlas binder, the Beck file, or in a file case; their pages as neat and white and as full of freshness as the day they rolled out of the typewriter? They were born, then died sweetly and peacefully as their present physical condition testifies. They are safely protected from future intrusion by either being hidden in some secretive place or generously coated with dust accumulated with the years of non-use. The expenditure of funds in their preparation is at present a white elephant investment. What then can be done to put this resource data, gathered at great expense, into the proper side of the ledger? This is also the case with data gathered by the experiment stations, as mentioned by Shaw, wherein he states that administration is years behind in the application of the things already found out by research.

Within this Region, for several years, we have been formulating what is termed Adequate Fire Control Plans. A good title, and we have been furnished excellent suggestions for the preparation of the plans, but I have yet to see a ranger district where these plans were functioning to even 10% of their potential value. The majority of them are stored away and forgotten. The same indictment applies to all types of plans.

The intelligent use of plans and application of research data then is an important study and one which is constantly before us. Should we not vigorously attack this problem, and if we have any plans that are lying dormant, drag them out into the sunlight and shake out every ounce of usability in them? This requires re-vamping and re-shaping but, eventually, a fully useable and simple product will be the result.

As a step toward the greater utilization of range management data and plans, a conference of administrative officers was recently held in the Regional Office. An exchange of ideas resulted, which perhaps will help to lift the veil of mystery from this particular group of plans and place a vast amount of resource information into intelligent administrative practice, resulting eventually in illuminating the path of this important activity so that it may be traveled securely and easily, which should be the foundation stones of all plans.

To me, one reason for lack of plan utilization is the cumbersome binders and other forms of filing we use to keep these plans, which defeats the elements of **accessibility** and **quick reference**. Graphic plans used for fire purposes, range management, recreation, timber management, and other activities important enough to be referred to currently should not be allowed to be locked up in a distant file or a scheme which does not permit finding what you want with the minimum of time and effort. Cannot neat book

binders and map containers, to be hung on the wall, set on the floor or along the desk, be designed or purchased which will permit maximum accessibility to these important gears of the management machine? This, I realize, is a minor phase of securing full utilization of plans, but is another subject for study and ties into the major problem. In this connection I am reminded of the story of one Forest office wherein it was related that the resource plans were kept in the basement, for lack of a better place. With conditions as they are prevailing, and the investment of thousands of dollars in the elusive search for more information and studies continuing, won't a few dollars investment in some efficient office equipment, which will promote the use of that which we are so ardently seeking, reap dividends?

As to the promotion of greater plan utilization in its more intangible phases, much can be written, discussed, and studied. I hope this course will stimulate a study of this phase of administration and the actual accomplishment of full utilization of plans. The first element of importance is actual application of existing plans, then preparation and application of additional plans as their need arises.

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S. A. Nash Boulden

Santa Barbara

Santa Barbara, Cal.

Reference is made to Study Course No. 3, page 15.

The creation of "under ranger" as a civil service position is one I have had in mind for the past several years. I am sure such a position is justified on the Forests with which I am familiar.

The present District Ranger's job has grown to such an extent that the demands on his time preclude the possibility of his doing work that was formerly handled by him. The proposed position should fall within the \$1500 to \$1800 class but persons eligible for these positions should not be promoted to the District Ranger grade unless they later pass the civil service examination for the latter position.

My idea would be to place these positions on the Forests to replace a reasonable percentage of our present temporary guard positions, the number needed on each Forest depending on the year-long work all activities considered, including fire and anything needing attention over and above the amount that can be handled by the District Ranger or his regular assistants. At the present time we are able and do secure the services of some good men in our Guard positions and as far as possible we try to keep them interested in the laborer's job. However, after two or three years the better men become restless. Some realize perhaps that they can not make the District Ranger grade and also realize that their job is of a very uncertain nature. They are by this time reaching an age where it becomes more difficult for them to change their occupation. On the other hand, if their position was within the

classified civil service they would probably be satisfied to fill the niche for which they are suited or work for promotions as their qualifications justified. The men to whom I refer are first class guards and improvement foremen of value to the Service and form the backbone of our protection organization, but unfortunately, owing to the feeling of insecurity we lose too many such good men, causing a large turnover with the consequent loss to the Service and continued disruption of our working plans.

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Ralph S. Spence

Blackfeet

Kalispell, Mont.

### The Under Ranger Worker

The question of hiring an extra yearlong man on a ranger district to do subranger work has come up before. The chief objects were to obtain and train men to fill responsible positions in the fire control organization. Several years ago we considered making the Alternate Ranger position yearlong. Now we are considering making the forest foreman position yearlong. The title really does not matter and only indicates that our ideas, of the duties of these men in times of fire have somewhat changed.

In the years of plenty of outside the service employment we had difficulty in obtaining and holding good men for our alternate Ranger positions. When we did get good men we could not offer them over 5 or 6 months employment. During the other 6 or 7 months they had to seek employment elsewhere. Being men of good quality they made good at their other jobs and did not return to the service the next season. Since unemployment has greatly increased we do not have so much of this trouble. There is little work on the outside of the service and even though we do not employ our men during the winter months they return to their old jobs the next summer. However these men are not as well satisfied and haven't the incentive to do good work that they would have if given yearlong employment, the present unemployment condition will pass by and leave us where we were before, and we do not have the opportunity to train these men that we would have if they were appointed for a period outside the field season when we have more time to spend with them.

In the last few years there has been a consolidation of ranger districts. This has gone on to such an extent that in some instances under ranger positions are being considered to help the ranger carry the greatly increased load.

It has been found that the rate of fire line construction is greatly increased by an increase in the number of competent overhead, for this reason we are now considering the forest foreman position. This position to be a regional office appointee who is to work on the forest except in times of fire. In which case he is to take a position as foreman, campboss or strawboss on the fire. These are the positions that are so hard to fill without some pre-

arranged method of obtaining high class men. These are also the positions on which so much depends in construction and holding fire line.

The Ranger job has grown each year, hence Ranger qualifications have been raised repeatedly. The District Ranger work has increased in quantity and quality until it is now very difficult to obtain new appointees who are able to handle a district. We have raised the entrance standards so that only men who have been foremen, have at least a high school education, have a variety of experience, and can pass a stiff examination are qualified. Even so a new appointee will have a very difficult time for the first two years. He will be required to do work in which he has had little or no experience, he will make a lot of costly mistakes and require a lot of instruction from the Supervisors staff, all of which requires time and costs money.

By creating an under ranger position we could combine the objects of obtaining high class men for responsible positions on fire, men who could help the Ranger carry the extra load, and training and selecting men to fill Ranger vacancies. By working with the Ranger these men could obtain training in the lines of work that they will have to handle. We would have more time and a better opportunity to study these men and determine whether or not they are of Ranger calibre. True they would have to pass the Ranger examination as in the past in order to be eligible to appointment but we would have better knowledge of their qualifications and could make a better selection. Thus we could eliminate a lot of costly errors and weed out the misfits before they take a Ranger position.

There is an objection to this plan on this forest due to the slack season in the winter. Nearly all the field work of this forest is done in the months from May 1 to Sept. 30. It usually requires another 3 months to get everything ready for the next season. This leaves 4 slack months in which there is scarcely enough work to keep the present force busy. How to employ these men in these slack months is a question. Detail to Regional warehouses, timber sales where ever they occur, and special project work, will help, but there are so many forests that have these slack months that it is doubtful if these methods will take care of all the men.

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**James O. Stewart**

**Ashley**

**Vernal, Utah**

3. Scott hit the nail on the head when he said let P. K. standardize his suggestions to include definite questions on current practice. If procedure somewhat on that order is not followed we will be breaking out in all kinds of discussions and there won't be enough on one subject to give a fair cross-section of opinion. P. K. has had enough topics suggested to him to provide brain food for two or three years.

4. Conditions vary on different forests and in different regions

but from my knowledge of forest work and working conditions I will say we have little or no place for the "sub-ranger". Most of us could probably make pretty good use of him for six to nine months out of the year but for the remainder of the year he would be practically useless. From P. K.'s description of him and the salary grade suggested for him he would necessarily be of the class that is strong in the back and weak in the head so he would be useless insofar as paper work is concerned and not much could be expected of him in the field in an administrative way. No, we have no need for sub-rangers. Give us apprentice or assistant rangers in not less than the \$1620 grade. They can do the sub-ranger work and in addition do work above sub-ranger calibre so we can use them year long. If we have men that we have to lay off during the winter months we can't expect to hold them very long because if they have any initiative they are going to try to get a job that gives them year long employment. If they haven't initiative we are supposed to take steps to sever their connection with the Service.

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J. W. Farrell

Challis

Challis, Idaho

1. I agree with Mr. Shaw's statement that "we know vastly more about an infinitely more complex and detailed routine, but actual physical improvement leaves much to be desired." However it appears that if some procedure could be perfected, which would enable us to gain more knowledge of the efficient practices on other units and attempts made to apply them to our own particular units we might show more actual physical improvement. It is true that we are continually endeavoring to improve our practices from leads as pointed out by others, but such practices are no doubt the results of a great deal of testing, and the exact procedure is sometimes difficult to grasp by others. Inter-unit visits and contacts in the field with neighboring Forest Officers would aid in bringing about more efficient methods, in other words train personnel thru transfers and assignments.

2. On first thought it would seem that one could suggest improvement in our methods of procedure and thereby hurriedly eliminate the necessity for a number of reports. However, in really questioning the value and need for several reports it is clearly evident that in the preparation of the greatest percent of these reports, we are actually building up records to which we often refer.

After considering several phases of our office work it just struck me that the one phase which seemed to require considerable thought and time without comparable direct results was our very complicated methods in the allotment of funds. Why do we have so many allotments and sub-allotments? I realize that this question reaches out beyond our own organization, involving the appropriation of funds and the general disbursement of government

funds. However, is there not a chance that we could obtain adequate financial control by less complicated means?

3. I believe that the method suggested by Mr. Scott would hold us closer to the subject under discussion and enable us to obtain more definite answers.

4. Considering the question from a local point of view as to whether the Service should create an "under-ranger" position, I do not agree that it should. It is my belief that such a procedure would increase our year-long force to some extent and that funds so expended could be more effectively spent in the employment of temporary help during the peak season. Even though the creation of such a position eliminated a part of our regular ranger force it is still my opinion that the work which is sub-ranger calibre would be too widely scattered, involving too much travel to and from jobs. If the volume of the work on some Forests is more equally distributed throughout the year, such a position should no doubt be considered.

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Alva A. Simpson

Beaverhead

Dillon, Montana

1. I am in such general agreement with Shaw that I do not desire to detract from the force of his argument by adding my own.

2. There are so many things I would like to suggest for study that I hesitate choosing any one specific case. Chief among our needs are the form and usability of management plans, and the need for direct training to secure their application. However, Mr. Sandvig has agreed to present this topic and I will confine myself to an attack upon duplication in reports. Among the many offenders is the duplication existing in forms "446" Annual Statistical Report, and such required reports as the Timber Cut & Sold and the Annual Grazing Report. Among fire reports, there is a lack of coordination, and to some extent duplication between the statistical record represented by Sheets A-to-M. and the Annual Fire Report. Why it is necessary for the Arnnual Fire Report to be submitted by December 1, while the Statistical record is not due until January 1? As a guard against duplication of effort in compiling these records, would it not be better to have all fire data and reports submitted on the same date? The answer will be that there is no prohibition on compiling the statistical records at the same time the Annual Fire Report is due; but I hold that, regardless, there is a tendency to duplicate through the influence of different dates upon our minds. To the same end the same argument is offered to the Grazing Report that is due December 1; the statistical section 446 that is due January 1; and the range appraisal data that is due January 1, or at the special call of the Forester as happened this year. In engineering, we have the base map inventory January 10, the 10-year mapping plan January 15, map corrections and geographic names February 10, and so on down the line. As a matter of efficiency, would it not be better to con-

sider and compile reports on related subjects at the same time each year, in addition to analyzing their need as suggested by Shaw?

4. I am in opposition to the plan for the establishment of a ranger position of sub-ranger grade. I admit that some situations may demand such a position, but by and large our National Forests are over-manned during the winter period in relation to physical needs although I hesitate to make this statement in connection with mental needs. The suggested position pre-supposes yearlong employment on sub-calibre ranger work. The ranger district analyses have defined in plain terms the character and extent of the job load. It has indicated the distribution of this load and allocated the jobs. If the organization of the district is properly made, the sub-calibre work is provided for by project or other form of temporary labor, and the argument that may be advanced has reference only to the skill of the temporary men that are employed to do this work. Here I think we will face the same situation that we do in our permanent personnel. The yearlong sub-calibre employee will not be skilled in all lines of work, while individuals with skill for the specific job are more often available in our temporary force. I doubt if either efficiency or economy will result from a work position that apparently contemplates yearlong employment. If the ranger district load is made up of any great percentage of sub-calibre work, it is a matter of readjustment of physical boundaries and addition of ranger calibre load, rather than employment of a sub-calibre assistant.

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B. C. Goldsmith

Sales and Lands

Shasta, N. F.

Reference is first made to Lesson 2, Page 9, paragraph beginning, "Of course there is a phase to it that is out of our realm." I wish to dissent from this statement. We are more liable to get nowhere from discussions of problems that are too variable locally, too detailed, than if we discuss broader issues. However, there seems to be no definite prohibition, and no one seems to be bothered by it. To come to Lesson 3.

(1) Shaw makes an excellent classification of Administrative Studies. Is the subject of these lessons "Executive and Personnel Management" or "Administrative Studies"? I would prefer the latter. Personnel Management lends itself to discussion, but it seems that very little is accomplished by discussion. It should be more profitable to choose a few problems of general interest and actually make studies of them. Appoint a committee and give time for actually studying and thinking the subject through. Then submit their findings for general discussion. Another point that I am not quite clear about is this: Is this course primarily to be a study of Methods of making studies or are we actually to make studies of definite problems? Of course either one includes the other, but which is the objective?

(2) From the way you have worded topic 2, we do not seem to

be restricted to Personnel, so as a member of a 252-fire Forest, I would like to have the fire report forms A to M studied—not discussed. The compilation of this data consumed something over 70 man days this year, some of this coming out of annual leave. This data when compiled is in such a form as to be practically useless to the Forest. The data will have to be reassembled in a different form. It does not help much to know that a certain lookout had 16 first discoveries to his credit. The data must be broken down to areas of visibility.

(3) I suppose that the sub-ranger suggestion arises from the trouble we had a few years ago, of getting competent summer assistance for the rangers on a temporary basis. At present temporary labor is the answer, when cost is the governing factor. There is the further point that each year this Forest hires about 130 temporary men who are dropped from the payroll during from four to eight months. The employment of a few sub-rangers year-long would have little effect on this phase of the question. The need for this position is a local problem. It might vary on the same ranger district from year to year. Judging from discussions of lesson 2, the need for Assistant Supervisors is also very local, and some supervisors who do not need an assistant seem to have obtained one. To return to the sub-ranger job, such a position, as you define it, means putting into a civil service position, a man to whom we say "You are a laborer, this is as far as you can go." This will react against efficiency more than if we say "You are hired on a temporary basis your re-employment depends on your performance." This is an example of Half-Baked Discussion that gets no-where. Please do not publish it.

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H. H. Hendron

Helena

Helena, Mont.

1. All such items as personnel, reports, inspections, and in fact all we have to do, must be considered and given their proper place in the job analysis and the work plan. Therefore, the job analysis and work plan seem to be a logical place to begin the study of these items. It will then be determined just how much each is worth in the relative part of the whole job. Possibly some reports will be modified or eliminated here and there, and inspection may be undertaken on a different basis with other purposes in mind. At least, each administrative officer will have a clear conception of his job and can more logically plan for the accomplishment of the objectives set up.

2. One trouble with work plans beginning with the ranger districts, as now done, is that the work to be done on a district depends too largely on what comes down from the offices above. This applies not only as to policies and standards, but to jobs and quantity of work as well. Changes should be in accordance with the changes in demand for service by the public. They should not be forever coming from within our organization without the public

demand. The public, as well as many in our own organization, cannot keep up with many of the changes being made without the necessity or justification being apparent.

Ranger districts have been enlarged and the force cut down with the expressed purpose of economy. This generally means to the public, and rangers, too, that fewer men are to draw salaries and expenses. However, is such the case? I do not believe so. Men with families are wondering as to their future and the public is wondering as to the service they can expect. If changes become necessary the need should be apparent to all.

A study of what changes are needed, if any, with the above thought in mind might help clarify the present organization situation. Will the pendulum turn soon and rangers be found behind every tree, and will there be new jobs being made every so often?

3. I believe the method suggested by Scott is a sound method of approach and certainly it is one which will enable all concerned to know where they are at any time. It is the method used in the elementary schools. It might be so conducted as to get more concrete thinking expressed in fewer words than at present.

4. At present our accomplishment of under-ranger caliber work is limited principally by lack of funds and not by legal restrictions. Our rangers are being trained more and more as administrators, to get things done by others, instead of putting the fire out himself. I do not think that we should now create more civil service positions at the expense of the ranger positions in our effort to give the public the service they demand. Instead get the public to help us out and at the same time help out the public.

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J. N. Templer

Helena

Helena, Mont.

I am not going to get all hot and bothered about this course nor am I going to sob out my heart strings if my stuff is not published, but let us pause and reflect, while the pausing and reflecting are possible, and consider, if you will, the psychology pertaining to it. For instance, if Rex King's name were appended to his articles when printed as Red Kang, A. C. Shaw's as A. G. Shiw's, C. S. Webb's as C. S. Wubb's, etc., it is not unreasonable to predict the sudden and untimely end of the course. So I rise to object to the unwarranted, unseemly and unwhatnot misspelling of my name, as it is the only one I have. For the information of the breathless throng impatiently awaiting the fourth issue of this publication I want to say here and now that it is spelled T-e-m-p-l-e-r, the T as in "specifically" and signifying, I like to believe, one from, of, or kicked out of the temple, instead of the "templa", which sounds so unfinished.

No, dear reader, you are wrong. The above was not written to call attention to my paper in the No. 3 issue of this pamphlet but rather to emphasize the fact that even the best of us are prone

to overlook the small things which go so far to smoothing the way for better and more efficient administration. In my opinion, the probationary period is not, ordinarily, used to the best advantage in estimating the probable worth of the probationer to Uncle Sammy. It seems quite evident that too many of the newly minted Junior Foresters or other probationers are passed to permanent appointment because of some one or two good points or because of a lack of moral courage in their immediate superiors rather than because it had been found that they possessed all the qualifications necessary to grow with the organization and improve the quality of the article we are selling. This failure is partly responsible for the training load so many of us condemn, as well as the multitude of work plan schemes, studies, investigations and administrative research with which we have been beset in the past.

Organization is the plan which disposes the forces combined for an undertaking, so that they may be applied in a united and orderly fashion for the accomplishment of a given end. The last phase of the above sentence is well worth consideration in that, if we accept the above definition as applying to our organization, some method must be found to limit it to the singular. At present, due to demands for unforeseen work, we have too many "given ends" for which we are not organized.

Breaking up a task into separate functions results in greater economies and is one of the basic facts of our civilization. But the greater the degree of functionalization, the more complex and larger becomes the operating unit. Ultimately a point is reached, differing for every function, at which the disadvantages of unwieldiness and complexity outweigh the advantages of functionalization and further expansion is inadvisable. If we have not reached that point it might be well to guard against it.

That's my story.